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# BOOK REVIEWS

CHARLES W. McCLUMPHA, *Editor-in-Charge*

GREATER EUROPEAN GOVERNMENTS. By A. LAWRENCE LOWELL.  
Cambridge: HARVARD UNIVERSITY PRESS. 1918. pp. xi, 329.

This volume was prepared primarily to meet a war emergency. Its purpose was to supply members of the War Aims Course of the Students' Army Training Corps with a brief account of the more important governments of Europe. The abolition of the War Aims Course as a result of the demobilization of the S. A. T. C. has therefore robbed it in great measure of its *raison d'être*. It has, however, some value as a convenient abridgment of the treatment of the salient topics previously dealt with by the author in his earlier and well-known treatises, *The Government of England*, published ten years ago, and *Governments and Parties in Continental Europe*, published more than twenty years ago. The progress of events since the present volume went to press has removed the governments of Imperial Germany and Austria-Hungary, to which the last part of it is devoted, from the purview of the student of contemporary government.

The greater part of the book is made up of an abridgment of President Lowell's previous descriptions of the governments of England, France and Italy. Occasionally reference is made to political changes that have taken place since the publication of the earlier works, notably to the English Reform Act of 1918. But the author has intentionally refrained from giving any account of what may be called "war-time government." To quote his words in the preface, "The object has been to show how those governments operate normally in time of peace, not how they have adjusted themselves to intense military stress." It is doubtless too soon to attempt any secure estimate of the significance of political innovations caused by the war. Some of them have already been abandoned with the passing of the conditions that gave rise to them. But no serious student of government will pronounce them all ephemeral or look for a complete restoration of "normal" (i. e., pre-war) conditions. What this volume shows is how the governments under consideration *used* to operate. It presents a dissolving view.

For example, President Lowell regards the cabinet as the central organ of the British political system, but it is not the present British cabinet which he describes. The reader will gain no appreciation of the revolutionary changes in British cabinet government that occurred during the war, some of which, at least, promise to be lasting. In discussing the relations between the self-governing colonies and England, the author says, "One has heard nothing for many years on either side of the ocean about eventual independence,"

which seems to indicate that he has not been giving his attention to the republican movement in South Africa. Even a brief account of the government of Egypt should mention the establishment of the British protectorate in 1915, and no attempt to explain the movement for closer union between England and the Dominions should fail to mention the Imperial War Cabinet.

Enough has been said perhaps, to indicate that the reader who consults this volume for an up-to-date account of the greater European governments will be disappointed. In the reviewer's opinion it is decidedly inferior to a book which was published at about the same time and with which it may fairly be compared, *National Governments and the World War* by Professors Ogg and Beard.

*R. L. Schuyler*

INTERNATIONAL RIVERS. Grotius Society Publications: No. 1. With Accompanying Maps. By G. KAECKENBEECK. London: SWEET & MAXWELL. 1918. pp. xxvi, 255.

The problem of the opening up of international rivers is as old as the system of national states itself. Indeed, the difficult questions which it presents arise primarily out of the conception of territorial sovereignty which is the motivating principle of that system. The struggle for freedom of navigation on such rivers has usually revealed a triangle of conflicting interests: on the one hand, the claims of the contending riparian states to equal privileges as among themselves; on the other hand, the demands of non-riparian states for the opening of the streams to the commerce of all nations alike. The result has been that, in practice, the principle of free navigation has received a narrow or a broad application, according to the extent to which the interests of non-riparian states have been involved or recognized. The narrow application is illustrated by the treaty of 1815 between Russia and Austria declaring the navigation of the Polish rivers and canals to be free to inhabitants of the Polish provinces of both powers. An example of the broad application is the Treaty of Paris of 1814, which opened the Rhine to the ships of all nations. General maritime and commercial interests have, however, prevailed to such an extent that the principle of free navigation for all flags now predominates. While some nations, notably the United States, deriving this principle from Natural Law, have contended for it as a matter of right, this view has not found general acceptance: nations have preferred to concede freedom of navigation as a matter of comity, with the result that modern theory and practice regarding international rivers rest chiefly upon the so-called "conventional system."

The material on the subject is, consequently, scattered through a mass of treaties and other diplomatic documents, which require, for even the most superficial examination of their contents, a discouraging expenditure of time and labor. In collecting and co-ordinating this data and publishing it in compact and usable form, the author, a young Belgian who studied at Oxford during the war and subse-